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PUBLIC SECTOR GOVERNANCE AND FINANCIAL MANAGEMENT REFORMS IN NIGERIA

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Abstract:

The study examines public sector governance with accountability and the attendant necessity and justification of government for proper accounting data through financial management reforms in Nigeria. The study adopted survey research method, and Primary data were collected, employing structured questionnaire. The questionnaire was administered on the staffers of selected financial commissions in Nigeria namely; the Financial Reporting Council of Nigeria (FRCN), the Economic and Financial Crimes Commission (EFCC), the Independent Corrupt Practices and Other Related Offence Commission (ICPC). The data were analyzed using ordinary least square (OLS). The result showed that there is little or no effect of public financial management reforms on the accountability of public administrators because values of those who assume the positions of public governance has reflected a shift which can be related to the structural changes that have taken place in Nigeria politics and public administrations from the early 1980's of the military era to the present day. The study concluded that as Government is trying to identify new mechanisms of accountability, focus should be on transformations taking place among traditional mechanisms of accountability.

Keywords: Governance, Accountability, Financial management, Politics, Government.

1.0 Introduction

Accountability and governance are Siamese twins and has become a serious and incurable ailment over decades in Nigeria polity. Nigeria leadership train has been characterized with looting of the treasury, mismanagement of public funds, wilful and deliberate theft, undeterred wasteful of public resources and gross impunity of public officials from being accountable to the people. Governance in Nigeria has become a window for "Get away with it without being questioned" The question of holding politicians and administrators accountable in new

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governance environment, where many traditional means for controlling government no longer fully apply, has gained wide recognition. Consequently, new types of measures of public financial management reforms initiatives have been sought and identified by Nigeria Government in order to caution, deter and nip this unethical attitude in the bud. As of late, there have been a worldwide worry for good governance and successful financial management in public service, especially in Africa and other developing world. This is educated by the need to keep away from the harm done to the general public because of the nonappearance of good governance and viable financial management and their jobs in encouraging the fulfillment of the ideal financial development of society and the upliftment of the general prosperity of the populace (Idris, Adaja & Audu, 2015).

Despite the fact that fund is a basic essential for powerful working of each organization, it will most likely be unable to quicken the pace of monetary development and development, just as improving the general prosperity of the general public, without successful financial management. Henceforth, rendering of records of stewardship, evaluating, control and accountability, consistence with set down methodology/rules/resolutions, fair treatment, great public and corporate governance become inescapable with the end goal of guaranteeing conservative, proficient and compelling tasks and guarantee the development of a country (Iheduru and Amafulé, 2014). At the end of the day, regardless of the quantum of financial assets in hands of associations, the ideal goals may not be accomplished except if there is viable financial management which will guarantee that the cash is utilized monetarily, adequately and proficiently to serve all partners.

The principles of public service, which incorporate genuineness, uprightness, unwaveringness, integrity, accountability, straightforwardness, unprejudiced nature, discipline, duty, industriousness, ability and skill, among others, have not exclusively been disregarded by public authorities yet in addition dissolved by political office holders (Omolehinwa & Naiyeju; Ijeoma and Oghoghomeh, 2014). In this way, clearing route for the advancement of the couple of, who are in power and authority, and in turns the impoverishment of most of the residents who are exposed to destitution, filth, uncertainty and brutality. Every extraordinary nation of the world didn't achieve their fortunate status without great governance, powerful financial management and good uprightness by both their pioneers and adherents.

Corruption has stayed one of the significant dangers to political and financial development in any economy. It is a wonder tormenting both public and private sectors of an economy and it is not confined to a specific country or locality. It is available in each economy and each nation. Notwithstanding, the level, and level of event contrasts (Adegbite, 2010). In Nigeria for instance, instances of corruption are pervasive and its event is without any potential repercussions, this is on the grounds that it has, in fact, become a general public prompted action as in, it presently appreciates prominent help from the individuals, constantly, corruption has been democratized (Tolu and Ogunro, 2012) or most likely on the grounds that the assent for degenerate practices is modest.

The Federal Government of Nigeria had twenty – seven Ministries, Department and Agencies (MDAs). Audit carried out by the Auditor – General for the Federation revealed some financial sharp practices in the rank and file of some of these MDAs. It was discovered that most of the Heads of those agencies, including some Permanent Secretaries were involved in the collection of salaries and wages of workers who were deceased or absconded from service by retaining their names on the Government payroll. The audit further revealed that the pension entitlements of some retired workers were equally misappropriated. Another set of top – level civil servants converted some of the funds budgeted for expenditures in their MDAs to undertake private



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foreign trips without recourse to the civil service rules. The audit further revealed the annual haste to expend the funds allocated to the various agencies for attending workshops and seminars. These trainings sometimes served as avenues to divert public funds to private bank accounts, as most of the training might not be relevant to the human resources need of these agencies. The permanent secretary of an agency in one of the ministries was in the practice of placing government funds in fixed deposits with banks while negotiating lower interest rate for the government. The difference in the prevailing interest rate was shared among the bank officials and the top officials in the agency. There was yet another agency of government that engaged in ignoring procurement procedures by colluding with contractors to deliver substandard goods and services to the agency, taking gratification from such contractors which give rise to contract abandonment. All these forms of corruption have been the main consideration that has been claimed to hinder the completion of government policies and has likewise been said to prompt moderate infrastructural development because of the diversion of fund by public officers to individual pockets. This likely can be said to be the explanation the present government of President Bola Hammed Tinubu is centered on corruption decrease particularly in the public sector.

It is against this background that this study seeks to examine the effect of the new Public Financial Management (PFM) reforms in Nigeria in facilitating good public governance and accountability in the country.

The specific objectives of this study therefore are:

- i. To examine the relationship between Treasury Single Account (TSA) and Public Sector Governance in Nigeria.
- ii. To determine the effectiveness of Integrated Payroll and Personnel Information System (IPPIS) on Public Sector Governance in Nigeria.
- iii. To evaluate the impact of Government Integrated Financial Management Information System (GIFMIS) on Public Sector Governance in Nigeria.

2.0 Literature Review

The Concept of Governance

Governance is viewed as the way where power is exercised in the management of a country's financial and social assets for development. It is the utilization of political power and exercise of authority over a general public, and the management of its assets for financial development (Adegbite, 2010). Governance, in this manner, includes the utilization of political position to advance and upgrade cultural qualities monetary just as non-financial that are looked for by people and gatherings. It is the procedures whereby values in the public arena, at various levels, are figured it out (Ziad, 2015).

Note that the idea of governance is more extensive in scope than the government. While government manages the portion of qualities by the state, governance assumes that qualities are shielded by structures other than the government or the state. Another measurement of governance worth thinking about is the regulating measurement. In the writing, reference is made to terrible governance and great governance (Tolu and Ogunro, 2012). What this surmises is that at any level, governance has the estimations of either being great or being terrible. While viable and responsive government frameworks are marked great governance, insufficient and inert government frameworks are named awful governance. Governance is either made at the



degree of the venture, which is called corporate governance, or made at the degree of government, which is called public governance.

The Concept of Accountability

Accountability is tied in with being responsible to the individuals who have contributed their trust, confidence, and assets to you. Adegite (2010) characterized accountability as the commitment to exhibit that work has been directed as per concurred rules and models and the official reports decently and precisely on execution results versus ordered jobs or potentially/plans. It implies accomplishing things straightforwardly in accordance with fair treatment and the arrangement for feedback.

According to Coker (2010), the various approaches to accountability based on the language of account can be grouped into:

- i. **Process Based Accountability:** This methodology estimates consistence with preset standard and officially characterized results. This incorporates monetary and administrative accountability with dependence on the utilization of bookkeeping systems.
- ii. **Performance Based Accountability:** This methodology estimates execution against broad objective. This measure might be subjective and the criteria against which execution is estimated less definitely characterized.
- iii. **Political Accountability:** This type of accountability fundamentally begins with free, fair and transparent elections. Through periodic elections and control structure, elected and appointed officials are held accountable for their actions while holding public office.
- iv. **Social Accountability:** This is a demand driven approach that relies on civic engagement and involves ordinary citizens and groups exacting greater accountability for public actions and outcomes.

Financial Management Reforms

Financial management reforms as indicated by Omolehinwa and Naiyeju (2015) alludes to the parts of reforms identified with how government financial exchanges are taken care of, recorded and revealed. A portion of these reforms that have been left upon by the Nigerian government include: E-installment framework, Integrated Payroll and Personnel Information System (IPPIS), Treasury Single Account (TSA), Government Integrated Financial Management Information System (GIFMIS), Nigeria Revenue service (NRS) and the National Chart of Accounts (NCOA). The entire quintessence or reason for this reform is to guarantee financial obligation, straightforwardness and accountability in public division spending and income assortment. This study therefore, will look into some of the latest reforms in the public service which include the following:

Treasury Single Account (TSA)

TSA is a unified government bank account or a set of linked accounts through which all government receipts and payments including loans and grants are transacted (CBN, 2016; Omolehinwa & Naiyeju, 2015). Eme, Chukwurak and Iheanacho (2015b) explained that the order on TSA, which came into effect on August 11, marks the beginning of Ministries, Departments and Agencies" (MDAs) retirement of revenues due to the Federal Government into a unified account maintained by the Central Bank of Nigeria (CBN).

Eme et al (2015b) was quick to point out that the TSA was not the present administration of Buhari's brain child. It was conceived by the immediate administration of President Goodluck Jonathan, but it remained a mere policy on paper due to lack of political will on the part of past



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administration to enforce it. But with Buhari on board as President, the enforcement has become a compulsory policy that all the revenue generating MDAs must comply with. This mandatory compliance to TSA by all MDAs has indeed generated a number of reactions and debate from the public.

Summarily, we can state that the major problem the TSA is meant to address is the lack of unified view and centralized control over government's cash resources resulting in some cash lying idle for extended periods in numerous bank accounts held by spending MDAs while the government continues to borrow funds to execute its budget. It is the hope of everyone that with the introduction of TSA, the leakages from government coffers as a result of corruption will be curtailed since there is a centralized control.

Integrated Payroll and Personnel Information System (IPPIS)

The Integrated Payroll and Personnel Information System (IPPIS) is one of the Federal Government of Nigeria Public Financial Management reform initiatives. It is planned for improving the management of human assets and dispense with misrepresentation in the Nigeria Public Service. Omolehinwa and Naiyeju (2015) depicted IPPIS as a concentrated PC based payroll and management system went for the disposal of payroll. It has as its center, the assurance of the genuine number of work force and the absolute expense of pay rates initially. It is additionally planned for guaranteeing information respectability with the goal that the staff data is right and flawless.

From April 2007 to date, IPPIS has saved the Federal Government of Nigeria billions of Naira as a result of differences on the personnel budget and the actual amount paid by IPPIS for the MDAs (IPPIS Department, 2015). As at December 2015, there were 396 MDAs that enrolled on IPPIS. Other Government Agencies including: Nigeria Police Force, Nigeria Immigration Service, Nigeria Security and Civil Defence Corps (NSCDC) and Federal Fire Service, Universities, Polytechnics and Colleges of Education are due to join IPPIS in 2016.

Government Integrated Financial Management Information System (GIFMIS)

A Financial Management Information System (FMIS) according to Cuenco (2013) can be broadly defined as a set of automation solutions that enable governments to plan, execute and monitor the budget. Whenever FMIS and other Public Financial Management (PFM) information systems (e.g. HRMIS/Payroll, Procurement) share the same central database to record and report all daily financial transactions, offering reliable consolidated results for decision support, performance monitoring and web publishing, they can be referred to as an „integrated“ FMIS (or IFMIS).

In its basic term, Omolehinwa and Naiyeju (2015) portrayed GIFMIS as an Information Technology (IT) based system for spending management and bookkeeping that is being executed by the Federal Government of Nigeria to improve open use management. The reason for acquainting GIFMIS is with help the government in improving the management, execution and results of open monetary management by tending to the basic open money related management shortcomings including: absence of successful money management; inability to authorize the spending limit before the beginning of the budgetary year; planning of spending that did not depend on practical gauges of money accessibility; absence of incorporation between various money related management capacities and forms and different shortcomings inside the open division monetary management.

Theoretical Review



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Agency Theory

Agency theories emerge from the qualification between the proprietors (investors) of an organization or an association assigned as "the principals" and the administrators contracted to deal with the association called "the operator." Agency theory contends that the objective of the specialist is not quite the same as that of the principals, and they are clashing (Johnson, Daily, and Ellstrand, 1996). The supposition will be that the principals endure an agency misfortune, which is a lesser rate of profitability since they don't legitimately deal with the organization. Some portion of the arrival that they could have had on the off chance that they were dealing with the organization straightforwardly goes to the specialist. Thus, agency theories recommend budgetary prizes that can help boost officials to augment the benefit of proprietors (Eisenhardt, 1989). Further, a board created from the point of view of the agency theory will in general practice severe control, supervision, and observing of the exhibition of the specialist so as to secure the interests of the principals. At the end of the day, the board is effectively associated with the vast majority of the administrative decision-making forms and is responsible to the investors. A charitable board that works through the perspective of agency theories will show a hands-on management approach for the stakeholders.

Stewardship Theory

The steward theory expresses that a steward ensures and boosts shareholders wealth through firm Performance. Stewards are organization officials and directors working for the investors, ensures and make benefits for the investors. The stewards are fulfilled and propelled when hierarchical achievement is accomplished. It weighs on the situation of workers or administrators to act all the more self-ruling so the investors' profits are augmented. The employees take responsibility for occupations and work persistently.

Both of these theories are considered relevant to the current study because they help to corroborate the view that public officers are agents and stewards of the nations, as such, they have certain obligations to be met.

Empirical Review

A number of researches have been conducted by researchers using different variables to assess how corruption can be reduced in the Nigeria public sector.

Idris, Adaja and Audu (2015) in their study inspected the impacts of ghost workers disorder and how the instrumentality of Integrated Personnel Payroll and Information System (IPPIS) could address the threat in the public service. The researchers embraced both essential and optional hotspots for information assortment. The information were investigated utilizing the straightforward rate, recurrence tables, mean score and spearman rank request relationship procedure. The study infers that ghost workers disorder is profoundly inevitable in the public service. In a similar vein, Ziad (2015) led a research in Jordan to learn the adequacy in the utilization of IPSAS. SPSS and other measurable apparatus were utilized to accomplish their target and the study found that the Jordanian public area was feeble in their utilization of IPSAS and prescribed its more extensive use and to bring its effectiveness up in checking its application..

Iheduru and Amafule (2014) in their investigation for instance, analyzed the utilization of electronic accounting system (of which GIFMIS and IPPIS are convenient) as an apparatus for checkmating defilement in the Nigeria open division. The investigation utilized both essential and optional hotspots for its information assortment. The optional information was utilized to



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make a hypothetical foundation for the investigation while the essential information then again were sourced by means of a well-organized questionnaire (study examine apparatus) regulated on fourteen (14) chose government-claimed services (eight governmentally possessed and six state services). Members in the overview comprise of five ranking staff haphazardly chose from every one of the fourteen services, bringing the all-out examined respondents to seventy (70). The examination uncovers that the establishment or potentially enactment of a well-planned electronic accounting information system, (for example, IPPIS and GIFMIS) in the structure of the country's open area activity will add up to a veritable apparatus in checkmating debasement in the system and in this manner fills in as an impetus in inciting financial improvement in the economy. The examination at that point prescribed in addition to other things that the administration should grasp and bring to hold up under a well-structured e-accounting information system to cover such regions like planning system (from definition, endorsement, execution, dispensing, and so forth.) which is tended to by GIFMIS, payrolls which is tended to by IPPIS, benefits matters additionally tended to by IPPIS, and others.

Ijeoma and Oghoghomeh (2014) conducted a study to examine the benefits and challenges of adoption of IPSAS in Nigeria public sector. The study was aimed at determining the impact of adoption of IPSAS on the level of accountability and transparency in the public sector in Nigeria. However, it should be noted that a high level of accountability and transparency in public sector financial management will invariably reduce corruption. The study employed primary source of data to generate the data of interest and focused on all accounting departments of various ministries in Awka, the capital of Anambra State, Nigeria. The population of the study was 45 while the sample size of 40 was drawn using Yaro Yamane. The statistical tools employed were the Chi-square test, Kruskal Wallis test and descriptive analysis. The research found that selection of IPSAS is relied upon to build the degree of responsibility and straightforwardness in public sector of Nigeria which over the long-haul transformation into defilement decrease. It was discovered that the selection of IPSAS will upgrade similarity and universal prescribed procedures. The examination at that point presumed that the appropriation of IPSAS in Nigeria is relied upon to affect working methodology, detailing rehearses in this manner fortifying great administration and relations with the legislature and the represented.

3.0 Methodology

The population for this study comprises of all staffers of selected commissions; namely; the Financial Reporting Council of Nigeria (FRCN), the Economic and Financial Crimes Commission (EFCC), the Independent Corrupt Practices and Other Related Offence Commission (ICPC). Given the diverse nature of the population, a stratified sampling technique was employed to ensure that all relevant sub-groups are adequately represented. The sample size was determined based on the total population, ensuring statistical significance and representativeness. Stratified sampling involves dividing the population into strata, and then conducting random sampling within each stratum to select participants. However, one hundred and fifty (150) respondents were sampled for this study.

The primary data collection instrument used a structured questionnaire designed to capture quantitative data on the impact of the various government financial management reforms on governance and accountability. The questionnaire was divided into sections to address the specific objectives of the study, including demographic information, awareness and utilization of different financial management reforms, and the perceived effectiveness in attracting good governance and accountability. To ensure the validity and reliability of the research instrument,



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the questionnaire was reviewed by finance experts and practitioners within the government parastatals. A pilot study was conducted to test the clarity and relevance of the questions. The reliability of the instrument was tested using Cronbach's alpha to measure the internal consistency of the questionnaire items. The data collected from the questionnaires was analyzed using both descriptive and inferential statistical techniques. Descriptive statistics, including frequency count, percentage, mean and standard deviation was used to summarize the data. Inferential statistics, such as chi-square, was employed to test the hypotheses and determine the relationships between variables. The Statistical Package for the Social Sciences (SPSS) software was used for data analysis.

Model specification

The following model was specified for this study, first is the model in its functional form:

$$GAcc = f(TSA + IPPIS + GIFMIS)$$

The model stated above will be stated in its econometric form below:

$$COR = \beta_0 + \beta_1 TSA_i + \beta_2 IPPIS_i + \beta_3 GIFMIS_i + \mu_i$$

Where:

GAcc: Governance & Accountability

TSA= Treasury Single Account

IPPIS= Integrated Payroll and Personnel Information System

GIFMIS= Government Integrated Financial Management Information System

β_0 = constant

Parameters: β_1 , β_2 , β_3 , represent the co-efficient.

Apriori sign: $\beta_1 < 0$, $\beta_2 < 0$, $\beta_3 < 0$

4.0 Result and Discussion

	GAcc	TSA	IPPIS	GIFMIS
Mean	15.12000	16.33333	14.14667	15.57333
Median	15.00000	16.00000	14.00000	15.00000
Maximum	20.00000	20.00000	20.00000	20.00000
Minimum	10.00000	14.00000	10.00000	11.00000
Std. Dev.	2.336317	1.500751	2.587357	2.047895
Skewness	0.257591	0.650249	0.374493	0.093567
Kurtosis	2.681951	3.120000	2.298614	2.942955
Jarque-Bera	1.145527	5.330290	3.290387	0.119603
Probability	0.563965	0.069589	0.192975	0.941951
Sum	1134.000	1225.000	1061.000	1168.000
Sum Sq. Dev.	403.9200	166.6667	495.3867	310.3467

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Observation	75	75	75	75

Source: SPSS

The above table 4.2.1 presents the engaging insights of the whole reactions from the respondents. A basic survey of the table shows that Governance and Accountability (GAcc) which is the dependent variable has a mean estimation of (15.12) and greatest estimation of (20.00); the standard deviation estimation of (2.336317) can be viewed as low contrast and the mean esteem which could propose a huge deviation from the mean. Considering the inquiries tending with the impact of TSA on GAcc, the study discovered a most extreme and least estimations of (20.00000) and (14.00000) individually with a mean estimation of (16.33333). The standard deviation of (1.500751) shows no slight deviation from the mean. The IPPIS reactions uncovered greatest and least estimations of (20.00000) and (10.00000) separately with a standard deviation (2.587357). In conclusion, GIFMIS sway on GAcc reactions delivered a most extreme and least estimations of (20.00000) and (11.00000) separately with a standard deviation (2.047895). The Jarque-Bera insights is moderately reasonable all through the factors which show that the information fulfill typicality.

Table 2: Regression Result

Dependent Variable: GAcc

Method: Least Squares

Date: 04/03/26

Time: 14:15

Sample (Adjusted): 2 75

Included Observations: 74 after adjustments

Convergence achieved after 12 iterations

Variable	Coefficient	Std. Error	t-Statistic	Prob.
TSA	0.201053	0.173617	1.158026	0.2509
IPPIS	-0.031210	0.106641	-0.292667	0.7707
GIFMIS	0.007498	0.125713	0.059646	0.9526
C	4.422345	4.349320	1.016790	0.3129
AR (1)	0.242653	0.123356	1.967088	0.0533
R-squared	0.234599	Mean dependent variable		15.10811
Adjusted R-squared	0.178319	S.D. dependent var		2.349979
S.E. of regression	2.130176	Akaike info criterion		4.427891
Log likelihood	-157.8320	Hannan-Quinn criter		4.502414
F-statistic	4.168460	Durbin-Watson stat		2.013602
Prob (F-statistics)	0.002312			
Inverted AR Roots	.24			



Source: SPSS

While trying to test the degree of noteworthiness of the relationship communicated by the covariance test over, a regression analysis was led. The above table exhibits the consequence of the regression analysis. From the analysis, it tends to be seen that all the independent factors of TSA and GIFMIS, had a positive association with GAcc aside from IPPIS. After alteration the R-squared esteem remained at 0.234599 which demonstrates that 24 percent of the efficient variety in GAcc which is the dependent variable is clarified by the model and the independent variable. As to singular essentialness TSA, IPPIS and GIFMIS had no critical association with GAcc at 5 percent noteworthiness. The prob (F detail) is 0.002312, consequently we could contend that a more prominent degree of critical relationship exists among GAcc and all the independent factors joined.

5.0 Conclusion & Recommendation(s)

It has been found from the study and result analysis above that IPPIS if effectively implemented can reduce payroll fraud which in the long run will also reduce corruption. Other variables such as TSA, and GIFMIS result revealed opposite. Therefore, the government of the day is advised to implement IPPIS to its fullest maximum to maximize its potential of reducing corruption and at the same time improving public accountability of officers.

The government in its bid to showcase transparency, accountability and integrity which are required hallmark of every society and establishment must be sincere in instituting proper accounting, auditing and investigation systems.

Government should also empower officials of various financial monitoring agencies with the appropriate resources for efficiency.

Government should also be policy – disciplined.

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